

Message Text

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ACTION IO-10

INFO OCT-01 ISO-00 AF-06 ARA-06 EA-06 EUR-12 NEA-10 IOE-00

AGR-05 CEA-01 CIAE-00 COME-00 DODE-00 EB-07 FRB-03

H-02 INR-07 INT-05 L-03 LAB-04 NSAE-00 NSC-05 PA-01

AID-05 CIEP-01 SS-15 STR-04 TAR-01 TRSE-00 USIA-06

PRS-01 SP-02 FEAE-00 OMB-01 ACDA-05 NRC-05 OES-03

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P R 031530Z JUL 75

FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC PRIORITY 160

INFO AMEMBASSY ABIDJAN

AMEMBASSY ACCRA

AMEMBASSY ALGIERS

AMEMBASSY BELGRADE

AMEMBASSY BOGOTA

AMEMBASSY BUENOS AIRES

AMEMBASSY CAIRO

AMEMBASSY CARACAS

AMEMBASSY COLOMBO

AMEMBASSY DAKAR

AMEMBASSY GEORGETOWN

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LIMITED OFFICIAL USE SECTION 1 OF 2 BRASILIA 5460

E. O. 11652: N/A
TAGS: EGEN, UNGA, BR
SUBJECT: UNGA SEVENTH SPECIAL SESSION - CONSULTATIONS WITH THE GOB

REFS: A. BRASILIA 4264 NOTAL
B. STATE 130463
C. STATE 112992
D. KINGSTON 1695 NOTAL

1. SUMMARY: SECOND MEETING WITH FONMIN OFFICIALS AND ECONCOUNS ELICITED FURTHER BRAZILIAN VIEWS ON UNGA-7SS: A) BRAZIL'S APPROACH IN 7SS WILL GENERALLY REFLECT 77 POSITION; B) BRAZIL EXPECTS A CONCEPTUAL, POLITICAL DISCUSSION OF TECHNICAL ISSUES, AND, FOR THE FUTURE, LONGER SESSIONS OF THE UNGA THAT WILL ENHANCE ITS CAPABILITY TO DEAL WITH TECHNICAL ISSUES; C) STABILIZATION OF RAW MATERIAL EXPORT EARNINGS, THROUGH SUCH MEANS AS COMMODITY INDEXING (BUT NOT LIMITED TO IT), IS ONE OF BRAZIL'S MAJOR CONCERNS; D) NEW OR EXISTING MACHINERY MIGHT BE USED TO MANAGE THE NIEO; E) BRAZIL'S POLICY ON THE FOOD PROBLEM IS NOT YET SET; F) THE UN'S WORK MIGHT BE BROADENED BY DRAWING THE SPECIALIZED INSTITUTIONS CLOSER TO THE UNGA WHICH WOULD REVIEW THEIR WORK IN SOMEWHAT GREATER DETAIL AND PROVIDE POLITICAL DIRECTION; G) THE UN HAS A NEW NORMATIVE ROLE IN SUCH AREAS AS POPULATION AND LOS; H) THE 7SS CANNOT OPERATIVELY DISCUSS CHARTER REFORM; I) SINCE THE 7SS IS A MIRROR OF THE WORLD, CONFRONTATION IS TO BE EXPECTED; AND J) BRAZIL WILL NOT SEEK TO PLAY A LEADERSHIP ROLE IN THE 7SS. ECONCOUNS POINTED OUT THAT US-PROPOSED COMMISSIONS COULD BE POWERFUL POLITICAL FORCES AND COULD GUIDE LIMITED OFFICIAL USE

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WORK IN OTHER FORA. HE REITERATED U.S. CONCERN ABOUT STERILE CONFRONTATION. EMBASSY BELIEVES THAT USG CAN EXPECT ONLY LIMITED GOB COOPERATION IN 7SS, AND THAT GOB WOULD TAKE POSITIONS INDEPENDENT OF 77 ONLY ON ISSUES AFFECTING BRAZILIAN INTERESTS DIRECTLY. EMBASSY PLANS TO CONTINUE DIALOGUE WITH GOB ON 7SS AND ASSOCIATED ISSUES. END SUMMARY.

2. ECONCOUNS AND POL/ECONOFFS HAD SECOND MEETING ON 7SS WITH

FONMIN'S CHIEF OF UNGA DIVISION (COUNSELOR AZAMBUJA) AND CHIEFS OF ECON DEPT'S BASIC PRODUCTS DIVISION (MINISTER BATH) AND TRADE POLICY DIVISION (MINISTER ROUANET). EMONCOUNS NOTED THAT SINCE THE FIRST MEETING (REF. A) THE SECRETARY, IN HIS IMPORTANT SPEECHES IN KANSAS CITY AND AT THE IEA AND OECD, HAD SET FORTH NEW INITIATIVES IN SEVERAL AREAS RELEVANT TO THE 7SS. ECONCOUNS OBSERVED THAT IF THE COMMISSIONS PROPOSED IN THE IEA SPEECH WOULD BE AT A SUFFICIENTLY HIGH LEVEL, THEY COULD BE POWERFUL VOICES OF ADVOCACY AS WELL AS COORDINATORS OF WORK GOING ON IN OTHER FORA. HE SUGGESTED THAT THE 7SS COULD HELP SIGNIFICANTLY TO STIMULATE THE WORK OF THE COMMISSIONS BY EXPLORING CONCEPTS AND VALUES AND BY IDENTIFYING APPROPRIATE FORA FOR THE CONSIDERATION OF NEW ISSUES.

3. ACTING AS SPOKESMAN, BATH SAID THE GOB STILL WAS ELABORATING ITS OWN POSITIONS, WHICH WOULD GENERALLY REFLECT THE POSITION OF THE 77. ALTHOUGH BRAZIL WOULD PREFER TO FOCUS AND SHARPEN THE 77'S

LONG LIST OF ISSUES, BATH SAID, BRAZIL DOES NOT WANT TO NARROW IT BY AS MUCH AS THE US DESIRES. THE US PROPOSAL (REF. C PARA 5), HE OBSERVED, REFLECTS TOO MUCH INTEREST IN OPERATIONAL RESULTS, WHILE THE LDCS WISH TO DISCUSS SOME TOPICS NOT YET READY FOR OPERATIONAL CONSIDERATION. BATH AGREED THAT THE 7SS SHOULD NOT ATTEMPT A DETAILED TECHNICAL CONSIDERATION OF THE ISSUES BUT SUGGESTED THAT THE US SHOULD BE PREPARED FOR A CONCEPTUAL, POLITICAL DISCUSSION. BRAZIL, HE SAID, WOULD NOT MAKE SUCH (POLITICAL) INTERVENTIONS BUT WILL BE PREPARED TO DISCUSS THEM. ROUANET NOTED THAT OTHER FORA ARE CONSIDERING SOME OF THE ISSUES WHICH THE US IS PROPOSING FOR THE 7SS, EVEN THOUGH THE US IS CRITICAL OF THE 77'S PROPOSED AGENDA FOR THE SAME REASON.

4. COMMODITIES. BATH NOTED THAT BRAZIL HAD BEEN GIVING THOROUGH ATTENTION TO PRODUCT-BY-PRODUCT COMMODITY LIMITED OFFICIAL USE

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AGREEMENTS - FOR EXAMPLE, BRAZIL HAD PUT FORWARD SPECIFIC PROPOSALS ON COFFEE. HE SUGGESTED THAT BRAZILIAN THINKING ON FUTURE COMMODITY AGREEMENTS WOULD BE REFLECTED IN THE GOB'S POSTURE IN THE 7SS. ON COMMODITY PRICES, BATH SAID THAT "WE CANNOT ESCAPE THE ISSUE OF REAL PRICES," AND THUS "INDEXING" HAS BEEN ONE OF THE GOB'S MAIN CONCERNS. HE NOTED THAT THE GOB HAS ALSO BEEN EXAMINING PRIME MINISTER WILSON'S PROPOSAL ON COMMODITIES (REF. D). BATH OBSERVED THAT THERE WERE SEVERAL APPROACHES TO MAINTAINING REAL INCOMES OF COMMODITY PRODUCERS, AND THAT INDEXING WAS JUST ONE TECHNIQUE TO DO THIS. HE NOTED THAT THE DIFFICULTIES OF A MULTI-PRODUCT REAL PRICE MAINTENANCE SCHEME WOULD BE GREATER THAN FOR SINGLE-PRODUCT SCHEMES, BUT IF AGREEMENT WERE REACHED ON A MULTI-PRODUCT APPROACH THEN "WE REALLY WILL HAVE DONE SOMETHING." CONVERSELY, HE ADDED, PARTICIPANTS IN THE 7SS

WOULD ACCOMPLISH LITTLE IF THEY SETTLED FOR A SCHEME APPLYING TO ONE OR TWO PRODUCTS ONLY. ROUANET POINTED OUT THAT WHILE TRENDS HAD NOT YET CRYSTALLIZED, ONE IDEA WAS TO SET UP A NEW AGENCY TO MANAGE THE NIEO. BATH ADDED THAT A UNANIMOUS 7SS DECLARATION ON THE MAINTENANCE OF REAL PRICES WOULD OPEN UP A "BOUNDLESS REALM" OF POSSIBILITIES. IN CONCLUSION, BATH OBSERVED THAT SOME CONCEPTS AT EARLIER SESSIONS OF UNCTAD HAD BEEN ACCEPTED FIVE YEARS LATER, AND PERHAPS THIS WOULD BE THE ULTIMATE OUTCOME OF THE 7SS.

5. FOOD AND AGRICULTURE, BATH SAID THAT BRAZIL HAD MAINTAINED A LOW PROFILE. THE ISSUES WERE NOT YET CLEARLY DEFINED, HE ADDED, BUT THE GOB'S GENERAL THINKING WAS POSITIVE.

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INFO OCT-01 ISO-00 AF-06 ARA-06 EA-06 EUR-12 NEA-10 AGR-05

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SP-02 FEAE-00 OMB-01 IOE-00 ACDA-05 NRC-05 OES-03

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6. UN RESTRUCTURING. AZAMBUJA SAID THERE WERE SEVERAL INITIATIVES AFOOT AND A PROLIFERATION OF IDEAS, THE GENERAL TRENDS GOING TOWARD MAKING THE UN LESS A "GOVERNMENTAL" FORUM AND BROADENING THE UN TO DRAW CLOSER TO THE UNGA SUCH INSTITUTIONS AS THE DEVELOPMENT BANKS. MAJOR ISSUES, SUCH AS DECOLONIZATION, WERE FADING IN IMPORTANCE, AND GROUPS WHICH IN THE PAST HAD NOT FIGURED PROMINENTLY, LIKE THE COUNCIL ON SCIENCE AND TECHNOLOGY, WERE TAKING ON AN EXPANDED ROLE. THE UN WAS ACQUIRING A NEW ROLE, HE SAID, IN SUCH AREAS AS POPULATION AND THE LAW OF THE SEA; AS WELL, THE UN WAS BECOMING MORE ACTIVE AS A "REVIEW BODY". THIS NEW UN ROLE, AZAMBUJA SAID, WAS DIRECTED TOWARD A WORLD OF INDEPENDENT STATES AND A UNIVERSAL ORGANIZATION. HE OBSERVED THAT CHARTER REVISION WAS MOST FUNDAMENTAL BUT EXTREMELY DELICATE, AND THAT THE 7SS WOULD NOT BE ABLE TO DISCUSS THE HIGH LEVEL GROUP'S IDEAS IN OPERATIVE TERMS. AZAMBUJA CLOSED BY SAYING THAT WITHIN THE HIERARCHY OF MULTILATERAL BODIES, THE UNGA WAS THE ORCHESTRATING BODY -- IT COULD REORDER PRIORITIES AND HAD THE RIGHT TO CONSIDER ANY ISSUE IT WANTED. BATH OBSERVED THAT, WHILE THE IMF WAS BETTER EQUIPPED TO DEAL WITH INTERNATIONAL MONETARY ISSUES, THIS WAS NOT A SUFFICIENT REASON FOR THE 7SS TO AVOID

THE TOPIC, FOR THE SIMPLE REASON THAT THE IMF WAS STRUCTURED TO FAVOR THE VIEWS OF CERTAIN GROUPS OF COUNTRIES.

7. AZAMBUJA SAID THAT THERE WERE STRONG CURRENTS IN THE UN TO HAVE UNGA MEET DURING A MAJOR PART OF THE YEAR, PERHAPS ON A LESS FORMAL BASIS. THUS, BY HAING MORE TIME, UNGA COULD LIMITED OFFICIAL USE

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BETTER HANDLE COMPLEX ISSUES. HE NOTED THAT OF THE TWO WAYS TO IMPROVE UNGA'S OPERATING EFFICIENCY, CREATEING SMALL WORKABLE COMMITTEES OR CONVENING THE UNGA MORE FREQUENTLY, THE LATTER WAS THE PREFERRED COURSE BECAUSE THE UN (UNLIKE A NATIONAL PARLIAMENT) LACKED THE POLITICAL COHESION AND THE TRUST REQUIRED TO PERMIT WORK THROUGH SMALL COMMITTEES. HE CITED ECOSOC AS A BODY WHOSE SESSIONS HAD GROWN LONGER FOR THIS REASON ECONCOUNS POINTED OUT THAT THE US DID NOT WANT TO POLITICIZE SPECIALIZED AGENCIES THAT WORK WELL. THE US WAS GREATLY CONCERNED, HE NOTED, THAT THE IBRD AND SIMILAR ORGANS NOT BE BOUGHT UNDER TIGHT POLITICAL CONTROL, WITH POLITICAL ASPECTS OUTWEIGHING TECHNICAL APPRAISALS IN DECISION-MAKING. AZAMBUJA OBSERVED THAT, WHILE THE US WAS KEEN ON SEPARATING POLITICAL AND TECHNICAL ORGANS, BRAZIL BELIEVED THAT TECHNICAL AGENCIES SHOULD CARRY OUT POLITICAL VIEWS, ALTHOUGH IN AN ORDERLY, BUSINESS-LIKE WAY. HE SAID THAT SO-CALLED "RESPONSIBLE" OR "MODERATE" COUNTRIES IN THE UN HAD BEEN WRONG TOO OFTEN IN THE PAST, AND THEIR APPROACH REALLY MASKED A "LAISSEZ FAIRE" POLICY FOR TECHNICAL AGENCIES. AZAMBUJA ADDED THAT HE KNEW OF NO PROPOSALS FOR CENTRALIZED CONTROL OVER THE SPECIALIZED AGENCIES, AND THAT BRAZIL WAS NOT AS CONCERNED AS THE US ABOUT THE CONSEQUENCES OF DRAWING THE SPECIALIZED AGENCIES CLOSER TO THE UNGA AND THE SECRETARIAT.

8. CONFRNTATION AT THE 7SS. ECONCOUNS OBSERVED THAT THERE WAS A REAL DANGER OF A HARDENING OF ATTITUDES IF RESOLUTIONS REFLECTED THE VIEW OF ONE SIDE. HE EMPHASIZE THE US VIEW THAT RESOLUTIONS NOT BE PUSHED UNILATERALLY, AND THAT, TO BE EFFECTIVE, RESOLUTIONS NEEDED TO BE IMPLEMENTED THROUGH EFFECTIVE MACHINERY. BATH SAID THAT BRAZIL WAS AGAINST CONFRONTATIONAL TECHNIQUES, BUT POLITICAL REALITIES EXIST. HE EXPRESSED THE VIEW THAT THE US WAS GIVING TOO MUCH IMPORTANCE TO THE 7SS. THE 7SS WAS ONLY A MIRROR OF THE WORLD, HE OBSERVED, AND THUS WE SHOULD EXPECT SOME YELLING AND POSTURING RATHER THAN A SEDATE CLIMATE. AZAMBUJA REITERATED THE VIEW THAT BRAZIL WOULD AVOID A LEADERSHIP ROLE AND NOT TRY TO GUIDE THE OUTCOME OF THE 7SS. HE SAID HE DETECTED A FORMAL CONTRADICTION IN THE US APPROACH TO CNSULT IN ADVANCE ON 7SS ISSUES IN ORDER TO HAVE A BROAD EXCHANGE OF VIEWS,BUT, ON THE OTHER HAND, TO LIMIT 7SS DISCUSSION BY BARRING CERTAIN TOPICS.

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9. COMMENT: EMBASSY INTERPRETS THE VIEWS EXPRESSED BY BATH AND AZAMBUJA TO MEAN THAT THE USG CAN EXPECT IN THE 7SS ONLY LIMITED COOPERATION FROM THE GOB, WHICH APPEARS UNWILLING TO ASSUME LEADERSHIP OR TO INITIATE OR ENDORSE POSITIONS AKIN TO US /DC VIEWS. FOR INSTANCE, THE GOB HAS NOT INDICATED WHETHER IT WOULD SUPPORT THE US "COMMISSIONS" PROPOSAL OR PRIME MINISTER WILSON'S PROPOSAL TO STABILIZE EXPORT EARNINGS A LA LOME CONVENTION (UKEMBASSY CONFIRMS THAT GOB HAS NOT EXPRESSED A VIEW ON WILSON'S INITIATIVE). IF THE GOB DEPARTS FROM ANY 77 POSITIONS IN THE 7SS, IT WOULD BE LIKELY TO DO SO ON ISSUES DIRECTLY RELEVANT TO TANGIBLE BRAZILIAN NATIONAL INTERESTS RATHER THAN AS A RESULT OF A PHILOSOPHIC DIFFERENCE WITH THE POSITIONS OF THE 77. EACH OF BRAZIL'S MAJOR COMMODITY EXPORTS --COFFEE, SUGAR, COCOA, AND IRON ORE--PRESENTS DIFFERENT PROBLEMS AND A COMMON MULTI-PRODUCT 77 POSITION COULD GO AGAINST BRAZILIAN VIEWS ON HOW TO HANDLE A SPECIFIC COMMODITY.

10. IT IS WORTH NOTING THAT DURING THE RECENT DISCUSSIONS HERE WITH SECRETARY BUTZ, MINISTER OF AGRICULTURE PAULINELLI AND HIS SENIOR AIDES EXPRESSED CONSIDERABLE RESERVATIONS CONCERNING TIGHT COMMODITY AGREEMENTS (EXCEPT UNDER SPECIAL CIRCUMSTANCES SUCH AS COFFEE) THAT WOULD TEND TO FREEZE BRAZIL'S MARKET SHARE. SIMILAR RESERVATIONS ARE SHARED BY OFFICIALS CONCERNED WITH THE PROMOTION OF BRAZIL'S MINERALS EXPORTS.

11. EMBASSY PLANS TO CONTINUE ITS DIALOGUE WITH THE GOB ON THE 7SS AND ASSOCIATED ISSUES. WE WILL INCLUDE IN THIS EFFORT NEW DEVELOPMENTS ARISING FROM PREPCON, COFFEE, COCOA, OR OTHER MULTI-LATERAL DISCUSSIONS. WE WOULD GIVE ATTENTION TO POSSIBLE NEW BRAZILIAN THINKING ABOUT ALTERNATIVE ARRANGEMENTS TO STABILIZE RAW MATERIAL EXPORT EARNINGS, A CONCERN MADE MORE IMMEDIATE TO THE GOB BY RECENT PRICE DECLINES OF TWO OF BRAZIL'S MAJOR EXPORTS, SUGAR AND COFFEE. END COMMENT.

12. ACTION REQUESTED: EMBASSY WOULD APPRECIATE GUIDANCE FOR OUR NEXT CONSULTATION, WHICH SHOULD TAKE PLACE IN ABOUT THREE WEEKS.
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Message Attributes

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Margaret P. Grafeld
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